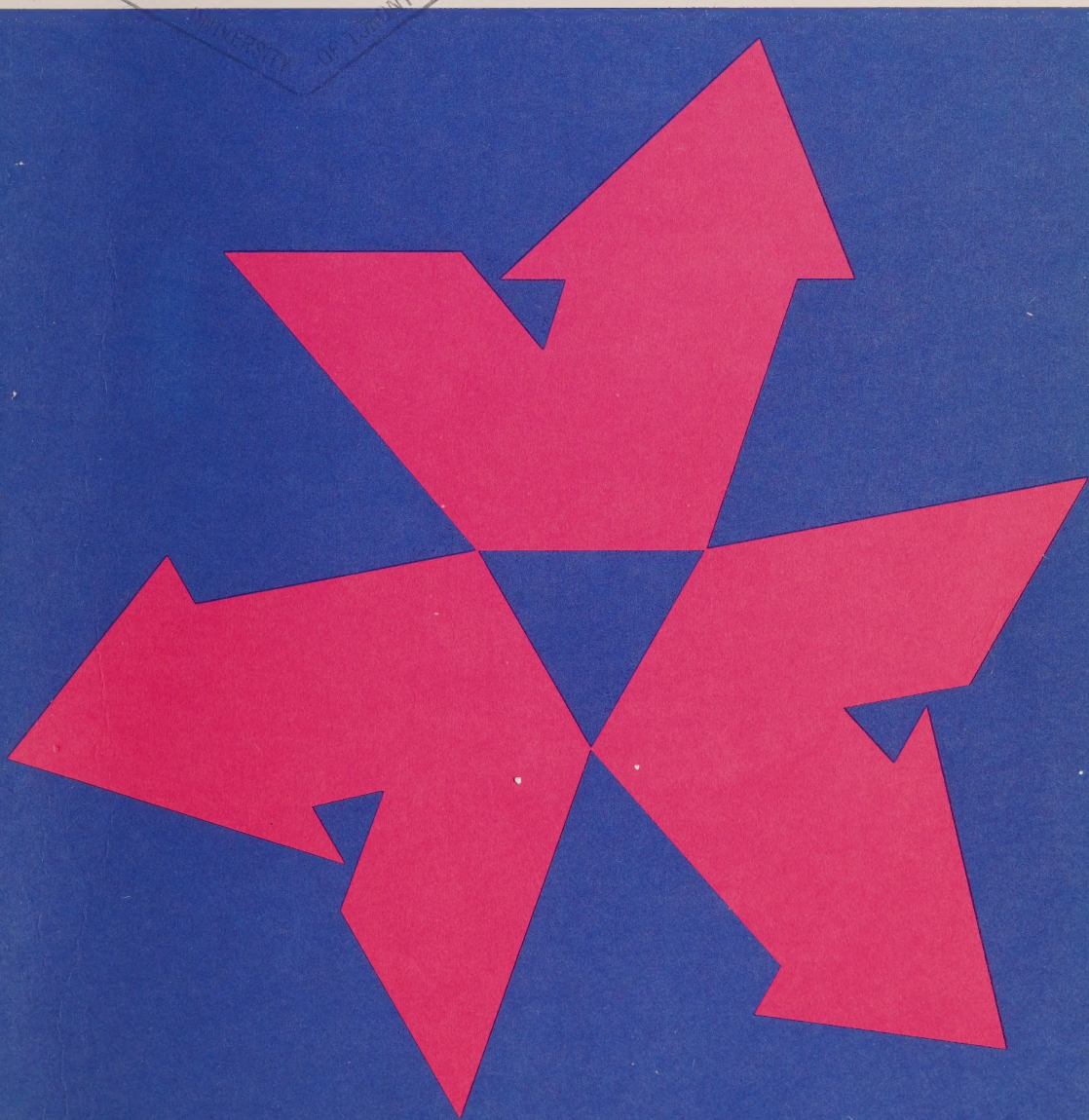
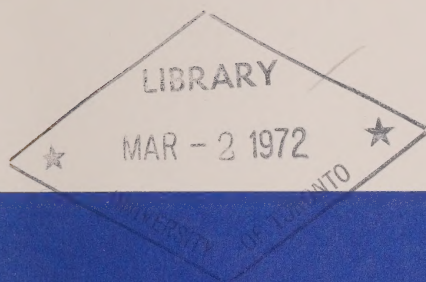


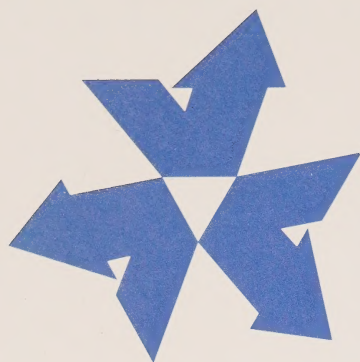


COMMITTEE ON GOVERNMENT PRODUCTIVITY

*Commissions and
committees of inquiry*

INTERIM REPORT NUMBER TWO





INTERIM REPORT NUMBER TWO

*A Progress Report and Interim
Recommendations to the
Executive Council*

March 16, 1971

"In the years immediately ahead, we shall all be working to make the machinery of government more effective and more responsive."

Honourable John P. Robarts,
Former Prime Minister of Ontario.

"The Government of Ontario will undertake a comprehensive management analysis project to gear its administration and operations toward the challenge of public service for the 1970's."

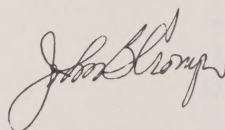
Honourable Charles MacNaughton,
Former Treasurer of Ontario
and Minister of Economics.

TO HIS HONOUR

THE LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO

MAY IT PLEASE YOUR HONOUR:

We, the members of the Committee on Government Productivity appointed by Order-in-Council, dated the 23rd December, 1969, to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and effectiveness of the Government of Ontario, submit to Your Honour, herewith, a second progress report and interim recommendations.



Chairman

J. I. H. Thompson

E. H. B. [unclear]

H. J. [unclear]

J. W. [unclear]

R. W. [unclear]

B. Hay

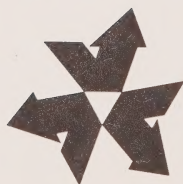
J. P. [unclear]

C. [unclear]

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March 16, 1971




COMMITTEE ON GOVERNMENT PRODUCTIVITY
Ontario

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THE STRUCTURE OF GOVERNMENT STUDY

In its first interim report the C.O.G.P. recommended that:

- 5.1 The Government consider the increased use of Cabinet Committees and the provision of the necessary support staff.**

This recommendation was based on preliminary analysis of the functioning of Cabinet and the roles that a minister is required to fulfil.

In the second report and after further study, we expand on our first general recommendation with six specific recommendations. These, we believe, will have a significant and positive influence on the ability of Cabinet as a whole and of individual ministers to fulfil both their political and managerial responsibilities in a provincial society and environment which, in the 1970's, will be characterized by pressures, demands and problems which will be quite different from those with which government has had to deal in the last twenty years.

It is an insignificant platitude merely to state that the world which a government serves is not only changing but changing at an accelerating pace. What is significant and necessary is to ensure that government is capable of evolutionary change as the environment around it changes. Government can only be successful if it is able to adapt and respond to its environment. This process of adaptation is partly an exercise in foresight, partly a considered response to changing circumstances. But, in order to respond effectively it is essential to prepare the managerial ground to accept the pressures which will be imposed on it. This is what we mean when we say that our recommendations are designed to help individual ministers and Cabinet as a whole to meet the challenges of the 70's.

Interim Recommendations

The recommendations which are the substance of this report are the following:

- 5.2 The Cabinet establish two senior Cabinet committees, the Policy and Priorities Committee and the Management Committee.**
- 5.3 The chairmen of these committees be ministers without operating responsibility.**
- 5.4 The Cabinet establish a Legislation Committee.**
- 5.5 The Cabinet establish Co-ordinating Committees.**
- 5.6 The Cabinet committees be supported by additional secretarial resources.**
- 5.7 The Cabinet accept more formalized procedures.**

Benefits resulting from the recommendations

Before detailing the pressures which will influence both the political and managerial decision-making process and which have led to these recommendations, we should state how they will have a positive effect on the work of ministers and Cabinet as a whole. In doing this we are stating what we believe are criteria for good government in the next decade. The new pressures on government which we perceive, merely reinforce the argument in favour of a new management style which can deal effectively with a set of revolutionary circumstances and issues quite different from those with which any government has had to deal in the relatively evolutionary decades in the past.

In this context our recommendations will have the following benefits:

- ♦ preparing the Cabinet system for dealing with a new and unfamiliar set of governmental circumstances
- ♦ adding both precision and speed to the decision-making process of the Cabinet as a whole
- ♦ ensuring that Cabinet's decisions are based on the best and most current available information, both qualitative and quantitative
- ♦ giving individuals and the Cabinet the precise information which they need in order to make the right choice between conflicting policies and competing programs
- ♦ reducing the amount of detail work and study required of ministers and Cabinet so that they can concentrate their time, energies and judgment on broad and basic policy decisions
- ♦ making it possible for ministers to present recommendations which take into account not only functional but overall strategic considerations
- ♦ allowing ministers and Cabinet to achieve more within the limited time available to them
- ♦ increasing the ability of ministers and Cabinet as a whole to process a large volume of decisions on the basis of thoroughly researched and complete information
- ♦ increasing the mutual confidence of ministers concerning the sound ground-work behind the recommendations of other ministers
- ♦ decreasing the number of ministers who have to examine any one issue in depth.

All these benefits to the decision-making body also represent real benefits to the public, since they imply better and more responsive service to the public.

Major Factors Affecting the Decision-Making Process

That change will be extreme in the next decade is a fact which we can take for granted. It is difficult to foresee every facet of that change. The process of identifying and adjusting to elements of change must be a

continuing one and must be built into the management of government.

For the purpose of this interim report and to underline our immediate recommendations we have indentified and concentrated on four elements of change which underlie the need for implementation of our recommendations. We do not suggest that these change-elements complete the list of changing pressures on government. We do stress that they represent the kind of altered situation which government will have to face and to which it will have to adjust.

The Roles of and Demands on a Cabinet Minister

To quote from the C.O.G.P.'s first interim report,

"One of the most significant and least recognized facts about the role of a minister is its extraordinary complexity and the heavy time demands which it makes on the individual. In the private sector it is difficult to find executives whose responsibilities are as demanding, varied and time consuming".

A minister has duties as the executive head of a department, a member of Cabinet, a key member of a political party, an elected representative of his constituency and a member of the Legislature.

While it is impossible to separate completely one role from any of the others, the discussion will concentrate on the first two of these roles, i.e. as a member of Cabinet and head of a department. In addition, the discussion will focus on two basic processes required of Cabinet and its ministers:

- ♦ Policy-making - which is the process of setting objectives and allocating resources; and
- ♦ Policy-implementation - which is the process of ensuring that what the government has decided to do gets done.

While easily definable, both processes are, in fact, highly complex. It may be helpful to break them down into a number of elements or sub-processes. These elements can, in turn, be categorized as responsibilities of Cabinet alone, responsibilities of the department alone, or shared responsibilities. The following diagram illustrates the responsibilities of Cabinet and the departments in terms of the main elements of policy-making and policy-implementation and serves as a useful framework within which the C.O.G.P. has attempted to assess present shortcomings and develop solutions:

RESPONSIBILITY	POLICY-MAKING	POLICY-IMPLEMENTATION
EXCLUSIVELY CABINET	Approve policy Set priorities Ensure policy consistency	Coordinate Overall organization design Policy on Common Services
CABINET AND DEPARTMENTS	Identify needs Develop alternatives Evaluate policy Re-evaluate policies	Evaluate programs Evaluate program management Re-evaluate programs
EXCLUSIVELY DEPARTMENTS	None	Operate programs within policy guidelines

The previous chart shows some of the many critical areas of responsibility which a minister faces in his role as a Cabinet member. The decisions and judgments required in the policy-making process can only become more difficult to arrive at as the issues with which they deal become more numerous and complex.

The problem is compounded by the fact that ministers are faced with increasing time demands from both the Executive and the Legislative branches of government. The Legislature is meeting for longer periods each year. Departments are larger and more complex. Constituency business and activities such as speech-making, attending luncheons and receptions and meetings with the public are all demanding larger portions of time. The dilemma, then, is that all these demands are occurring in a period of increasingly complex Cabinet responsibilities.

The implication is that methods must be devised by which the ministers and Cabinet may improve their productivity. This means that ministers and Cabinet will be able to make more and better decisions without increasing the time demands made on them.

Growing Financial Pressures

In the past decade, Provincial revenues and expenditures grew very rapidly. Several factors suggest, however, that revenue growth in the 70's will not be sustained at similar rates and that growth in expenditures will have to be curtailed. The creation of new revenue through entry into new tax fields is unlikely in the 70's because of the already high total tax burden. This is contrasted with the 60's when the Province was able to enter new tax fields such as retail sales.

Net inflows of cash from the introduction of such programs as the Canada Pension Plan helped the Province sustain increasing expenditures in the latter part of the 60's. This net inflow is likely to diminish by about 1976 as payments out of the fund increase.

In the case of revenues from personal income tax, it is also unlikely that significant gains can be made. Existing agreements with the Federal Government coupled with the prevailing high rates of tax limit the Province's revenue growth from this source to the normal expected from population increase, rising incomes and inflation.

Finally, in the area of Federal-Provincial shared cost programs, the first of several major agreements will come up for renewal in about two years. At that time, a decision by the Federal Government to set guidelines for its share of the costs, or to opt out altogether would result in significant pressures on overall Provincial revenues.

The implications of these growing financial pressures in the 70's are important to the decision-making process. Since most major revenue sources

have now been tapped, the emphasis must shift from finding new sources to making the best use of existing ones. This means setting priorities among a number of programs that will be competing for the same limited funds. It also means improving the use of existing funds through greater productivity. Such a shift in approach carries with it the need for strengthening certain Cabinet capabilities. For example, Cabinet's ability to establish priorities among programs competing for funds must be strengthened. It must also be able continually to re-evaluate on-going programs to establish whether they continue to be appropriate and whether they are being competently managed. Increasingly, funds for new programs will become available only by cutting out redundant or low priority programs, lowering the cost of existing programs or improving overall productivity.

In the area of productivity the system, headed by Cabinet must be capable of developing and evaluating policy on the efficient provision of common governmental services such as personnel, data processing, purchasing, land management and accommodation. The efficiency with which these services are provided will have a direct bearing on the cost of government and the availability of funds. In other words, government growth must be expressed in programs for the people and not in proliferation of self-generating services to the government.

The Number and Complexity of Issues

In addition to the basic problem of cost/revenue pressures, Cabinet will also, in the 70's, have to face socio-economic problems which in number, magnitude and complexity will even surpass the difficulties of the 60's.

The Honourable John P. Robarts, former Prime Minister of Ontario said in his statement to the first Provincial-Municipal Conference on April 22, 1970:

"During the next decade we shall place less reliance on economic growth for its own sake and more on the fulfillment of values of society. We shall be more concerned with what we are going to create with our wealth".

Poverty, unemployment, pollution control, regional development and urban living are all examples of the complex socio-economic, 'value' problems requiring attention not only from a number of individual functional departments but from these departments in relation to each other. In addition, such issues often involve several levels of government. All of this greatly increases the difficulty of developing policies which, while appropriate in one sector, will not be in serious conflict with others.

Thus Government decision-making is taking place in an environment where new values and life styles are constantly emerging, adding further dimensions to the difficulties of developing appropriate policies. Consequently Cabinet will have to refine the methods which will allow it to

examine policy proposals in a universal context since single function departments are likely to be less able to relate their own activities to the government as a whole. Cabinet must also establish a broad policy framework so that it can deal with specific issues quickly but comprehensively. This capacity will be required if Cabinet is to remain responsive and sensitive to its electorate and avoid dealing with issues on an ad hoc basis.

In a fast changing environment an organization structure based on narrowly defined functions can easily become outdated. In the area of pollution, for example, the way governments organized themselves even two years ago to deal with this problem may be inadequate today given the new pressures on governments to take action. A reorganization to meet the problem is, however, not a simple matter. Therefore, Cabinet must develop a flexibility which will allow it to review and quickly to adjust the government's overall organization design to meet changing conditions.

When issues are complex, numerous and cross departmental lines, there is the danger that some will fall 'between' departments and consequently be examined by no one. To avoid this danger, Cabinet must develop the capability to ensure that issues of this kind are given the proper attention by the right people at the right time.

A Shift Toward Greater Managerial Scope

One way of achieving this goal is to give greater scope to public service managers in deciding how to allocate their resources to achieve program objectives.

With the increase in the number of people, dollars and programs and the increasingly technical nature of government it is becoming less and less possible for central agencies to exert effective control over departmental operations. At the same time, it may become more difficult for the Government to attract and hold intelligent and highly motivated individuals, who will tend to reject centralized control of their operations, especially if they see anomalies or inconsistencies in the central control.

To permit more managerial freedom in operating government programs there are two necessary pre-requisites. First, Cabinet policies must be made as explicit as possible so that the public service managers understand the intent and can manage accordingly. Second, Cabinet must develop the capability of continually evaluating the programs and the competence of program managers in terms of their use of resources to achieve stated objectives.

A New Management Style

All the above suggests, that what is required to cope with the problems of the 70's is not a perpetuation of today's management habits but

the development of a new management style. This new style will demand that government's approach to problems will be universal rather than narrow or parochial (in the departmental or functional sense); that government will anticipate change rather than merely react to it; that the organization of government will be flexible rather than rigid; that more productive use will have to be made of human, financial and material resources; that choices between conflicting programs will have to be made on the basis of information which has probed deeper and been more thoroughly analysed; that programs are placed in a proper order of priority; that the decision to eliminate programs which can no longer be justified can be arrived at rationally; and that policies can be developed which ensure the most economical distribution and use of common services which today represent a significant proportion of government costs.

It is to satisfy these requirements and criteria that we have made the recommendations in this report. We will now discuss each of these recommendations in detail.

Policy and Priorities Committee

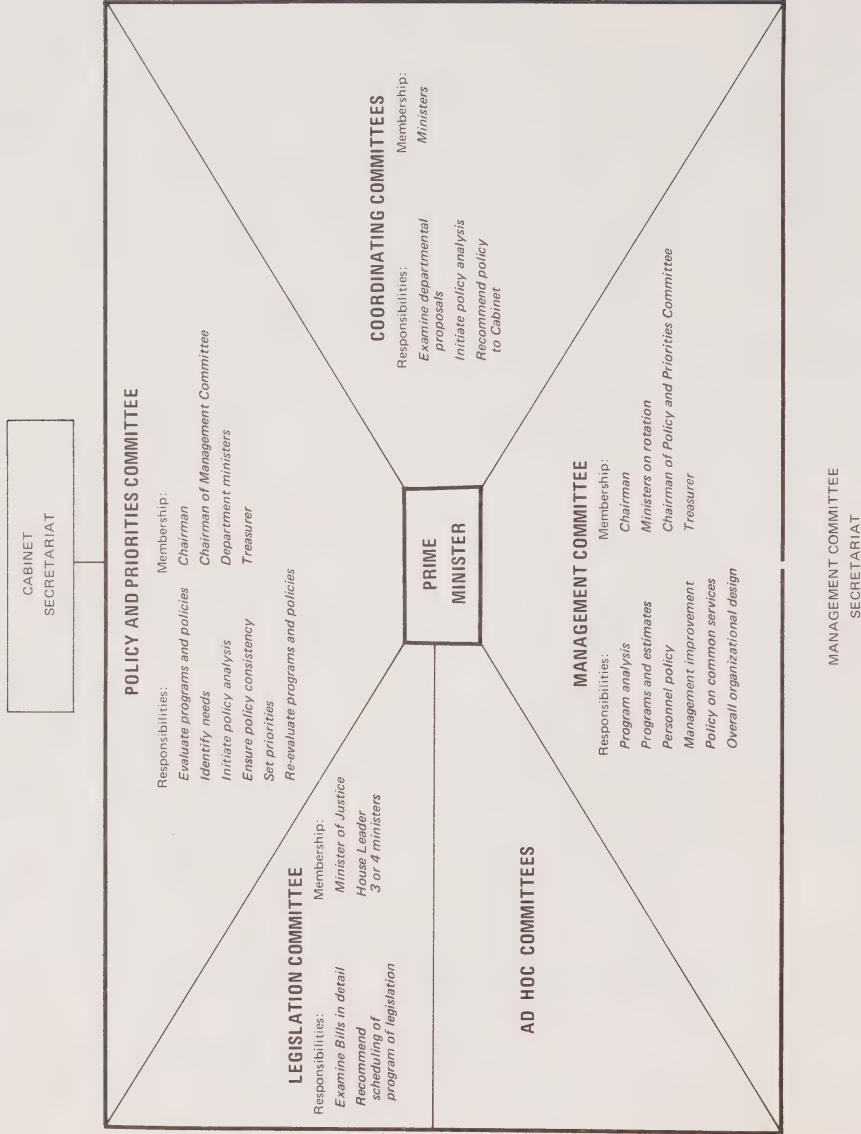
The Policy and Priorities Committee would have two major responsibilities. This first would be to advise the Cabinet on overall government priorities. To accomplish this task, the committee would evaluate all major policy proposals coming from departments, task forces and Cabinet committees. The evaluation of proposals would be in terms of their relative importance, their consistency with existing programs, and their financial and administrative implications. In addition to new program proposals, the committee would initiate re-evaluations of selected on-going programs to advise Cabinet on their degree of continuing importance relative to the public need and available government resources. The second major responsibility would be to identify and initiate policy analyses on those issues which are not presently being examined by any department or agency.

To deal with these on-going responsibilities effectively, the committee would need to develop a long-term strategy of where the Government is going and why. Such a strategy would be based on the continuing evaluation of the longer term needs of the people of Ontario, the desired role of the Government, and its financial capabilities in the years ahead.

The Policy and Priorities Committee would be made up of the Chairman, the Chairman of the Management Committee, the Treasurer of Ontario and a small number of departmental ministers.

The Management Committee

The principal change in the responsibilities of the Management Committee from those of its predecessor, the Treasury Board, would be the absorption of the functions of the Department of Civil Service. This would



consolidate the personnel policy matters being handled in these two units into one agency. The most pressing reason for combining these functions within the Management Committee is the need for a unified approach to personnel matters. Another equally important reason is that departments are being given greater autonomy in the personnel area and the function of the Management Committee would then be one of establishing broad policy and monitoring performance: an activity in keeping with its overall management function. The Civil Service Commission would also report to the Chairman of the Management Committee.

Other major functions of the new Management Committee would include program analyses, policy on common services, consolidation of departmental estimates, management improvement and overall organization design. Each of these functions is presently performed to some degree by the Treasury Board. Our recommendation bears on re-defining and strengthening this senior committee, with its full-time chairman, so that it will be responsible for ensuring sound management of government programs.

Thus, the Management Committee would continuously assess the relevance of the overall organization of the public service to the programs and objectives of the Government. It would continuously monitor managerial efficiency in the delivery of services and management of programs and activities. It would approve operating policies on matters such as common services to government agencies, accounting methods and requirements, personnel and staff relations. In the realm of estimates it would continue analysis of the resources required and their allocation and would increasingly review results. The committee would also assist Cabinet and its other committees in evaluating the long and short-term financial and administrative implications of new program proposals. The Management Committee would be composed of its Chairman, the Chairman of the Policy and Priorities Committee, the Treasurer of Ontario, and ministers of operating departments on rotation. It will be noted that the two senior Cabinet committees, Policy and Priorities and Management, will have three members in common, the Treasurer of Ontario and the two respective Chairmen. The C.O.G.P. believes that this will serve as a valuable means of assisting the overall coordination of government policy.

Full-time Chairmen

The Policy and Priorities Committee would replace the present Cabinet Committee on Policy Development. The function of the present Treasury Board would be substantially altered to reflect new emphasis on its role in the management of government programs and would consequently be renamed the Management Committee.

Both committees would become more active than their present counterparts due mainly to the appointment of full-time chairmen. These

chairmen, relieved of departmental responsibilities and supported by an expanded Cabinet Secretariat, will have the necessary time to properly consider the issues that come before them and prepare agenda for their respective committees. The increased time that the two ministers will be able to allocate to Cabinet business will help reduce the possibility of implicit policy formation by the public service and continue to ensure full political control over government.

Legislation Committee

The Legislation Committee would review legislation before discussion by full Cabinet and would draw up a schedule for the orderly introduction of government legislation into the House. By these two methods considerable time of Cabinet, operating as a whole, could be cut down while still maintaining the minister's prerogative to be responsible for his own legislation. Membership of the Legislation Committee would be the Minister of Justice, the House Leader and some additional departmental ministers.

Co-ordinating Committees

Another of the problems of government is to develop machinery to keep pace with the required coordination between departments with allied responsibilities. Failure to do this can result in duplication of services and confusion on the part of the electorate and public servants. As one approach to the problem, the C.O.G.P. is recommending that ministers whose departments are allied in function be grouped together in coordinating committees. Here policies relating to a given area, such as the environment, would be fully discussed before going to Cabinet. Programs would be coordinated and gaps in service identified. Most conflicts would be resolved here, but in the event that this was not possible, Cabinet as a whole would be the arbiter.

This kind of Cabinet organization would result in more inter-departmental involvement at the highest level. Ministers in each policy field would be better informed in greater detail than has been the case in the past. This should lead to more clearly stated policy proposals being presented for discussion by full Cabinet. This, in turn should result in more precise policy debate and clearer, more consistent policy decisions.

Each committee would meet regularly and be supported by the Cabinet Secretariat that would, in addition to other duties, assist the chairman in preparing the agenda, recording the decisions taken and preparing the committee recommendations for Cabinet approval. All ministers would be free to attend all meetings and would receive agendas and attachments to keep them informed of the matters pertaining to each committee. The committees might also provide an alternate place for meeting delegations that presently come before Cabinet. Public service officials might also be expected to advise these committees.

Cabinet Secretariat

The C.O.G.P. envisages two separate secretariats supporting the Cabinet and its committees. The present Treasury Board Secretariat, with the exception of the management consulting function of its Management Services Division, would be continued and would serve the Management Committee. Some rearrangement of responsibilities and additions to staff may be required, particularly when the personnel policy function is transferred to the Management Committee as the C.O.G.P. is recommending.

The Cabinet Secretariat would be strengthened and would serve Cabinet and its committees (except for the Management Committee). This Secretariat would consist of relatively few permanent positions and would be augmented by staff seconded from operating departments and from outside government for specified periods or for specified short-duration tasks. The prime function of the secretariat under the Secretary to the Cabinet would be to provide assistance to the Cabinet and its committees and particularly committee chairmen by coordinating studies and analyses using departmental resources; ensuring proper documentation of Cabinet and committee business; assisting coordination among committee chairmen and ensuring that adequate analysis and documentation is available for informed decision-making by both the Cabinet and its committees.

Cabinet Procedures

An essential element of an effective restructured Cabinet committee system is the formalization of those procedures which determine how Cabinet business is channelled for consideration by ministers, and how Cabinet decisions are implemented.

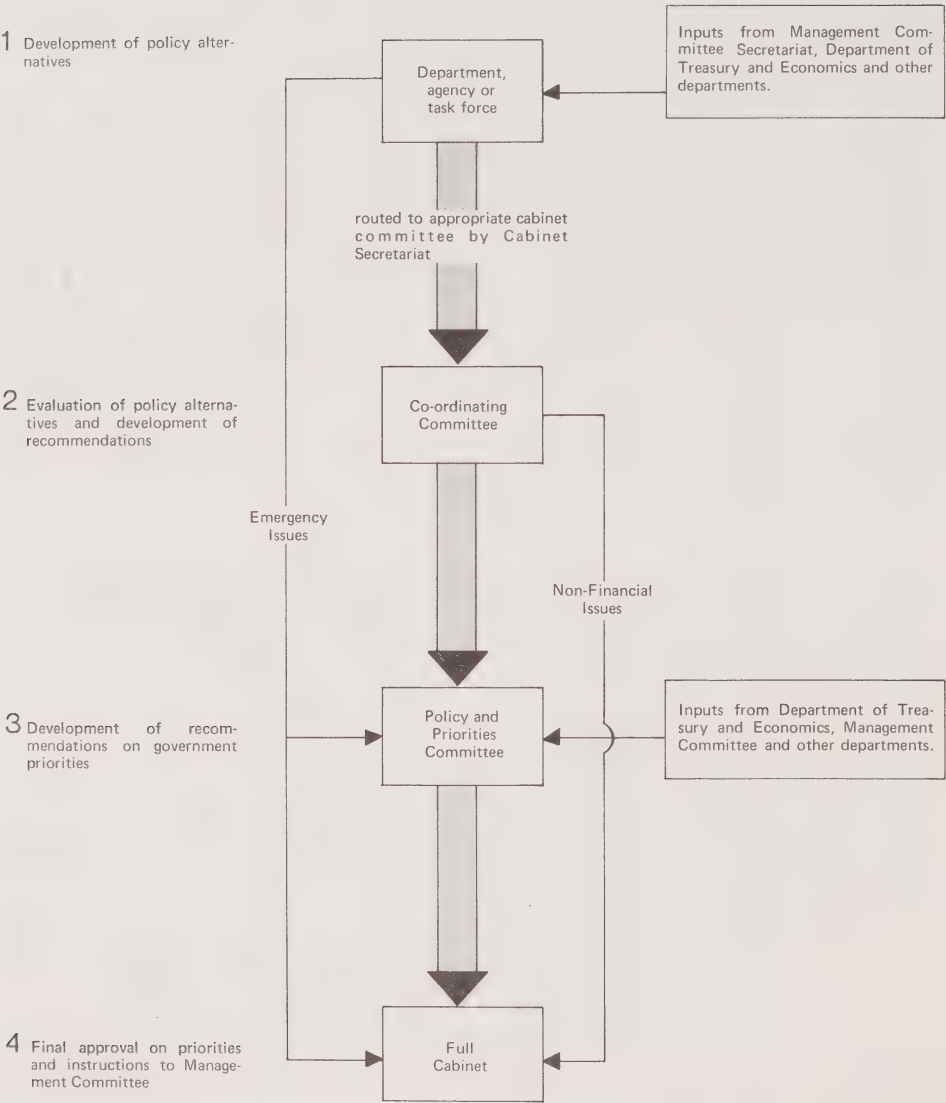
More formalized procedures are essential, even if Cabinet is not restructured, in order to improve the effective use of ministers' time in their policy-making role and to ensure effective implementation of Cabinet decisions. The restructuring of the Cabinet, requiring fewer ministers to concentrate on selected issues, makes the formalization of the procedures even more important. We elaborate on the following procedures, parts of which may already be in operation:

- ♦ those which establish the process by which issues are identified, analyzed and considered by Cabinet and its committees
- ♦ those which ensure that Cabinet decisions are implemented.

Other procedures which would need to be formalized or revised include:

- ♦ the preparation of legislation
- ♦ the schedule of meetings for Cabinet and its committees
- ♦ the handling of Cabinet documents in the Cabinet Secretariat
- ♦ the preparation by departments of Cabinet documents.

A PROPOSED POLICY-MAKING PROCESS



Process for Cabinet Consideration of Policy Issues

Fundamental to the restructured Cabinet committee system being proposed is that normally all issues coming before Cabinet will have been thoroughly researched and considered by at least one committee of Cabinet. While there will no doubt be exceptions - matters of extreme urgency - these should not arise through a failure to have put a matter forward at an earlier opportunity. The question of 'extreme urgency' would have to be cleared with the Prime Minister.

Shown schematically in the chart on page 12 is a four-step process proposed by the C.O.G.P. for the development and evaluation of policy proposals and for the setting of government priorities. While the proposed process would deal primarily with new policy proposals, it would also involve the re-evaluation of policy relating to selected on-going programs. The priority-setting stage would, therefore, be evaluating the relative importance of both proposed and current government programs.

The four-step process begins with the development of policy alternatives and assumes that the policy issue has been identified and that policy analysis has been initiated. Initiation of policy analysis could come from the Prime Minister, individual ministers (departments and agencies), any of the various Cabinet committees, or Cabinet itself.

Step One

Development of policy alternatives would normally be undertaken by a department, agency, or task force. The increasingly inter-dependent nature of policy issues often requires that several departments be consulted during the early stages of development. The Department of Treasury and Economics, for example, because of its responsibility in the areas of regional and economic development, Federal-Provincial relations, and taxation and fiscal policy, would have an interest in a large number of the policy proposals. In addition to interdepartmental consultation, the Management Committee would review the reasonableness of estimated costs of a departmental proposal over a multi-year period and would make any other comments that it thinks might be helpful.

Once the policy proposal is developed, it would normally be routed by the Cabinet Secretariat to the appropriate Coordinating Committee. Matters of extreme urgency, however, would be presented directly to full Cabinet or to the Policy and Priorities Committee. Certain other types of issues - for example, those put forward by a task force appointed by the Policy and Priorities Committee or those encompassing the range of several Coordinating Committees - would also be routed directly to the Policy and Priorities Committee.

Step Two

The appropriate Coordinating Committee would examine the alternatives being proposed, and would recommend accepting, rejecting or modifying the proposal, or would refer the matter back to the department for further clarification. Ministers and their staff would have the opportunity for direct presentation of their proposals to these Cabinet committees. In addition, any interested minister could attend Coordinating Committee meetings.

Committee proposals with financial implications would then be directed to the Policy and Priorities Committee. Referring all such proposals to this committee would ensure that priorities would be set within the context of the whole range of government programs and with due consideration having been given to the overall taxation and fiscal implications. Those policy proposals without financial implications would proceed directly to full Cabinet for final approval.

Should a Coordinating Committee not be able to agree on a policy recommendation, the issue would be referred to full Cabinet for discussion and resolution.

Step Three

At this stage the focus would shift from examining the merits of a single policy issue to evaluating the relative priorities of a number of approved policy proposals together with the existing policies and programs of the government.

The principal priority-setting process would take place each year during the initial stages of the budgetary process, and would be the means by which estimates guidelines would be developed for departments. While the budget year and the year immediately following are the most crucial from the standpoint of financing and undertaking program implementation, a longer time frame must be considered in the setting of priorities. This will ensure that growth of existing programs, plus maturing of new programs, does not over-extend financial and other resources in the future. Priority-setting in a longer time frame also ensures that emerging financial or program implementation problems are identified before they reach crisis proportions.

In recommending priorities to Cabinet, the Policy and Priorities Committee would be guided by the advice from the Management Committee on the administrative and organizational implications of the policies and programs. In addition, the Management Committee would advise on certain financial implications such as the effects of the various alternatives on internal resources - personnel, data processing, common services, accommodations - and the efficiency aspects of the use of these resources for both proposed and current government programs. Similarly, the Department of Treasury and

Economics would comment on the financing, taxation and fiscal policy aspects as well as the broad economic impact of the priority alternatives. Other departments as well as Treasury and Economics could be consulted on policy consistency.

Step Four

Cabinet would give final approval to the priorities. The Cabinet Secretariat would convey decisions to the Management Committee and to the appropriate department(s) on the implementation of policy.

Follow-up Procedures

The procedures governing the transmission and follow-up of decisions taken by ministers either in committee or full Cabinet are a vital part of an effective Cabinet committee system.

Recommendations of Cabinet committees would be referred to the Cabinet for confirmation and would be promulgated to departments through their ministers as recommendations of committees confirmed by the Cabinet. There may, however, be instances where the committee may defer making a recommendation to Cabinet pending some further action to be taken by a department. In such cases a committee instruction would be issued specifying what is to be done. The committee secretary would indicate this requirement on the committee minutes showing the departments that are to receive it. The Cabinet Secretariat would then circulate the committee's instruction to the designated departments through the offices of their ministers.

Cabinet decisions would be sent to all ministers and to each deputy minister of the departments affected. Each decision would have a date indicating when the minister responsible would report back to Cabinet on progress and likely implementation date of the decision.

Actions Required for Implementation

It would be unrealistic to presume that our recommendations can or should be implemented overnight. The transition from one style of management to another must not only be orderly but properly understood by those whom it affects.

We are therefore recommending implementation by orderly stages which should be supported by a communications program which will make the overall plan understandable to the public service as a whole. It is far easier to design change than to overcome the human inertia which resists change. In other words, it is perhaps more important to convince the policy-implementers than it is to convince the policy-makers.

To provide an ordered implementation of the recommended changes the following sequence of actions is suggested:

1. Introduce legislation removing the requirement that the Chairman of the Treasury Board be the Treasurer.
2. Change the name of the Treasury Board to the Management Committee.
3. Appoint the Chairman of the Management Committee.
4. The Civil Service Commission and the Department of Civil Service report to the Chairman of the Management Committee.
5. Establish the Policy and Priorities Committee.
6. Appoint the Chairman of the Policy and Priorities Committee.
7. Establish the Legislation Committee.
8. Appoint the Chairman of the Legislation Committee.
9. Appoint staff to Cabinet Secretariat.
10. Establish trial Coordinating Committees.

Departmental Structure

Changes in the organization of Cabinet functions may affect structures of departments and vice versa. The C.O.G.P. is now involved in a study whose purpose is to design for the Government of Ontario a departmental organization which is best suited to the needs of the province and its people. We have taken considerable care to ensure that the recommendations in this report will not conflict with or hamper implementation of future recommendations which will result from our progressing study of departmental organization.

We believe that the recommendations in this report foresee, allow for and prepare Cabinet for changes in the structure and inter-relationship of operating governmental units.

Present Departmental System

Like most contemporary governments in modern democratic societies the departmental structure in Ontario is organized along traditional functional lines. For example, a Department of Highways, through its minister, is responsible to the Legislature for the planning, provision and maintenance of a public road network; a Department of Agriculture and Food provides regulation and support to the agricultural community; and a Department of Education provides funds, research for and direction to school systems. Within each, specialized manpower resources are applied to the particular programs of the particular department.

This organization pattern assumes as its fundamental premise that functions of government are independent and that the specialized programs of one department can be effectively carried out more or less independently from those in other departments. The post-war period has evidenced a continuing growth of government programs which simply do not fit the historic departmental structure. This has led to increasing inter-dependence for program development and execution. The result has been growing communications and coordination difficulties within traditional government structure. For example, programs in corrections are becoming closely linked with those in education, in social and family services and in the administration of justice. Similarly transportation networks have impact on recreation, urban development and industry. There is every evidence that such interdependence of programs will become more dramatic in the future.

Simultaneously, the functional or skill requirements needed for effective program execution are becoming more varied. Highway systems are no longer the sole domain of engineers, but require the skills of sociologists, economists and others.

The traditional functional pattern of the organization may also limit the ability of the government to provide regionally consistent and balanced government services to the citizens of the province.

This and other effects may have consequences for Cabinet decision-making. Therefore the C.O.G.P. is considering the implications of a number of alternative concepts in its attempt to develop an organization which will more effectively meet the needs of the Government of Ontario today and for the future.

Some Alternatives

A variety of approaches to departmental, non-departmental and agency structures are being examined in an attempt to fit the modern program requirements of the government. There seems to be no clear alternative pattern which meets the needs of every situation. None of the alternatives being suggested represents the complete answer to future structure. Some requirements would be best served by a decentralized organization, others would benefit from a close relationship of research, policy formulation and implementation; still others require special devices to ensure meshing of programs among two or three levels of government.

One obvious conclusion is that organizational flexibility is a clear requirement for modern government. Components of the organization must be highly adapted to the various demands of the public that they serve and must be able to react rapidly to changing needs.

In approaching the study of departmental structure it is recognized that this government is characteristic of organizations where technology is

varied and changing, and where uncertainty is high. A detailed examination is therefore being made of the activities of government coupled with careful assessment of the methods and needs for coordination among the various components. A full range of possibilities is being examined, from an extreme such as full regionalization with only a small policy group at the centre, to a tiered ministry system.

The regional concept is based on the view that responsiveness can best be achieved by taking the government to the people. The concept postulates that the central government, probably through Coordinating Committees, would determine broad policy for the province. The administration of government and the implementation of the central policies would be at the regional level under a regional minister. Each region would have a full slate of departments for actual delivery of services.

The tiered ministry system on the other hand suggests the development of policy ministers, each responsible for coordinating the activities of a group of related departments, agencies or functions. Departmental ministers within any policy field could report through the policy minister or alternatively could report direct to Cabinet.

Regardless of the departmental structure finally adopted, the C.O.G.P. believes that its present recommendations for restructuring the Cabinet will effect substantial improvements while maintaining flexibility for later changes. C.O.G.P. regards the three major committees - Policy and Priorities, Management, and Legislation - as an essential first step. The formation of Coordinating Committees can then be seen as a valuable additional step which lends itself to later translation into other alternatives as required. For example, if it were decided to develop a tiered ministry system, the chairmen of the Coordinating Committees, relieved of departmental responsibilities, could become the policy ministers for their particular areas of interest.

Preliminary Conclusions

It is not reasonable to presume that a common system of organization can or should be imposed on all operating units or departments. On the contrary, it is likely that a universal system of organization would impose serious constraints on functional effectiveness. It is likely that the organization of operating units should not conform to a common pattern but should be designed individually in terms of functional requirements and response to public needs. To be effective any system of organization must fulfil certain requirements. The ability to meet these requirements may very well call for a different pattern of organization from unit to unit.

These common requirements are that:

- ♦ ministers have adequate time for policy-making and are required to devote less time to policy-implementation

- ♦ the system ensures that operating units are responsible to Cabinet
- ♦ the system makes allowance for organizational variations among operating units
- ♦ the system is capable of resolving conflicts by making tough choices among programs in terms of available resources and public needs
- ♦ the system has flexibility of structure built into it so that it can respond to the changing circumstances
- ♦ the system assures optimum standards and value of service to the public.

Achieving these objectives for the organization of departments units brings us back to the organization of the policy-making body. The policy-implementers can only be successful in attaining government's objectives if the policy-makers are organized in a way which will allow and encourage them to:

- ♦ state policies in a way which is not only precise but readily understood by the implementers
- ♦ state long-term objectives and political strategies clearly and understandably
- ♦ develop a communications system which will facilitate policy acceptance through education and information
- ♦ ensure a maximum degree of participation on the part of implementers in the general management process
- ♦ involve the policy-makers as well as operating managers in a constant process of evaluation of proposals, recommendations, on-going and new programs and managerial performance in terms of utilization of available resources and achieving objectives.

IMPLEMENTATION OF EARLIER C.O.G.P. RECOMMENDATIONS

Since the acceptance by Cabinet of the majority of recommendations contained in the initial progress report, an implementation process has been developed. The process was well defined by the former Provincial Treasurer, the Honourable Charles MacNaughton, in his letter to the Chairman of the C.O.G.P., dated January 12, 1971. The letter outlines the following arrangements:

- ♦ recommendations dealing with the structure of Cabinet and decision-making at Cabinet level will be implemented through specific arrangements as approved by Cabinet
- ♦ all other recommendations will be implemented under the direction of Treasury Board.

Mr. MacNaughton's letter then amplifies the actions required by the Secretary of the Treasury Board, the departments and the C.O.G.P. as follows:

- ♦ the Secretary of the Treasury Board will advise the Board of the best organizational arrangements for implementation
- ♦ primary responsibility may be assigned to a department or to the Treasury Board Secretariat
- ♦ during its lifetime, C.O.G.P. will normally be requested to have its central staff work with the implementation team
- ♦ the Secretary of the Treasury Board will ensure that the Board and C.O.G.P. receive regular reports on implementation.

The letter concludes by noting that it will be proposed to the Secretary of the Treasury Board that an official be attached to the Treasury Board Secretariat, to maintain day-to-day contact with the various groups responsible for implementation. In accordance with this policy, action as described below has been taken to implement recommendations approved by Cabinet on December 23, 1970.

The Audit Function

Treasury Board has approved the establishment of a steering committee to advise on the implementation of the recommendations concerning the audit function. Members of the steering committee include the Executive Director of the Management Services Division of Treasury Board Secretariat as chairman, the Provincial Auditor, and the Comptroller of Accounts. This committee has set target completion dates of June 30, 1971 for transfer of the pre-audit function intact from the office of the Provincial Auditor to the Comptroller of Accounts and April 1, 1972 for delegation of responsibility for pre-audit to departments. In addition a task force has been created reporting to the steering committee to define the steps necessary to implement the recommendations. Special attention will be given to developing a plan, assessing the personnel requirements, defining performance criteria for

departmental pre-audit operations and assessing the capability of departments for assuming the pre-audit responsibility.

Supply and Services

Treasury Board has appointed a committee under the chairmanship of the Executive Director, Division of Supply and Services, Department of Public Works, to establish priorities and initiate the studies relating to supply and services referred to in the C.O.G.P.'s first interim report. The committee will make appropriate recommendations through the Department of Public Works on policies and procedures for common services and supply. It will submit periodic reports to the Secretary of the Treasury Board on the progress towards the implementation of approved recommendations.

In addition to its chairman, the committee consists of the Director, Organization and Methods Services Branch of the Treasury Board Secretariat, representatives of the Departments of Health, Highways, and Lands and Forests and a member of the C.O.G.P. staff. Proposals on policy and procedures developed by the committee will be forwarded by Public Works to the Treasury Board with its recommendations. Approved proposals will be published by the Treasury Board.

Development of Top Administrators

The Cabinet has established a committee under the chairmanship of the Secretary to the Cabinet to develop and recommend to the Prime Minister and Cabinet appropriate mechanisms for the operation of this program. Additional members of the committee include the Chairman of the Civil Service Commission, Secretary of the Treasury Board and the Vice-Chairman of the C.O.G.P.

The C.O.G.P. believes that the development of an appropriate method for implementing approved recommendations is of the utmost importance to the success of its work. It will, therefore, be carefully following progress of the established implementation committees.

PROGRESS REPORT ON CURRENT STUDIES

Utilization of Human Resources

The Utilization of Human Resources project is well advanced and for the most part is on schedule. The interviewing program, covering all levels of the service, is now complete. The coding, processing and interpretation of the data is underway. The preliminary analysis of the data was examined by the advisory committee to the project when they met in early March.

At this same meeting, the advisory committee considered the reports of the personnel systems review subcommittees. Their recommendations had been discussed previously by the project team, who have the responsibility for achieving consistency among reports and with the basic assumptions of the C.O.G.P. Recommendations are expected for our next interim report.

The pilot projects in organizational improvement in the Ontario Hospital Services Commission and the Department of Treasury and Economics have moved beyond their initial phases, while the third project in the Department of Correctional services at Guelph has recently been approved by the Treasury Board. The C.O.G.P.'s interest in monitoring these projects is to measure their effectiveness and determine whether organizational development projects should be undertaken on a broader basis. A by-product of the monitoring by skilled outsiders would be the training of monitors within the public service for future projects.

The development of senior project associates, a group formed of top public servants from each department with the responsibility for assisting with the ongoing implementation of recommendations after the study is over, continues through seminars and papers.

Preliminary recommendations in the area of human resources will be presented to the C.O.G.P. Executive Director by the end of March after which discussion and comment upon them will take place among various interested groups before the preparation of the final report.

Integration of Payroll and Personnel Information

Meanwhile, arising from the activities of the systems review committees of the Utilization of Human Resources project, the C.O.G.P.'s attention has been drawn to the subject of personnel and pay records. At present, sets of records having certain common items are maintained by the Department of Civil Service for personnel administration purposes and at the Department of Treasury and Economics for payroll purposes. In addition, similar duplication of records exists in some of the operating departments where payroll and personnel records are maintained separately. The integration of these two systems of records has been the subject of discussion at various levels within the government over the past six years.

After reviewing the reports and discussions that have taken place, the C.O.G.P. believes that the integration of these two systems should proceed and therefore recommends that:

- 7.1 A system of centrally collecting basic data on employees which is integrated with the central payroll system be approved and that a program of integration be implemented.

Such an integrated system would make it possible for managers to make better use of combinations of data that presently exist within the two separate systems: for example, the linking of pay, classification and years in a position in one data bank would allow analysis related to the equity of the pay structure from one department to another, a task which would be difficult today.

The C.O.G.P. believes that at a time when government is moving towards increasing managerial freedom for its senior administrators, it makes sense to provide them with this kind of information which would assist them with manpower planning, inter-branch performance measurements, etc.

Automatic Data Processing

The project team for this study now consists of seven from the consulting firm directing the study and 22 from the public service. Each member is devoting 20 to 50 percent of his time to the study. The advisory committee has met twice to review the plan and work of the project. Three or four meetings will be held in April and May to discuss the position papers drafted by the project team. The Automatic Data Processing Study is divided into four sub-projects:

Inventory

An inventory of existing, planned and potential automatic data processing applications is being prepared complete with estimated costs up to 1972. A standard cost unit has been developed to ensure consistency of the data being collected.

Long-Range Plan

This sub-project is trying to foresee the kinds of administrative conditions and demands which may exist ten to fifteen years hence and what effect these might have on the use of automatic data processing. The study is focussing on the implications of these effects and will outline possible courses of action that may be required to adjust to them.

Policy and Organization Guidelines

The preliminary data-gathering phase of this sub-project is almost complete. Analysis is beginning and will result in definitive position papers on

various major aspects of automatic data processing policy and organization.

An In-Depth Review of the Use of ADP by Three Departments

The Department of Municipal Affairs was the first to be studied and data gathered primarily from an extensive interview program was compiled by early March. Studies have now commenced in the Departments of Lands and Forests and Health.

The Management of Real Property Resources

The C.O.G.P. has begun two complementary projects in the area of the management of real property resources. The projects are concerned separately with land use management and the government's use and management of its buildings.

Buildings and Structures

This part of the study will be urban-oriented since the largest number of owned and leased provincial buildings are in towns and cities. The buildings represent an investment of billions of dollars shared among almost every sizeable community in the province. Matters such as accommodation planning, design standards, building management, and leasing as opposed to government ownership will be reviewed by the project team. It is intended to examine all types of government buildings including office accommodation, general and special purpose structures and provincially-sponsored residential buildings.

Land Use Management

The study related to land will focus on the use of land as a provincial resource. The project team will examine land use management by major units in the government, including decision-making on alternate land uses, the impact of provincial development as a consideration in land planning and the role of land in achieving provincial objectives. The study will look at recreation, transportation, housing and industrial development as major consumers of land in the densely settled parts of the province where public and private uses exist. As well, since approximately 90% of the land area in Ontario remains vested in the Crown, an examination of the management of these Crown lands will be an important facet of the project.

Both projects will come together in their studies of land records, property inventories and organization, including the present assignment of management responsibilities and control functions.

Appointments of project directors for the two portions of the study have now been made, and the project teams have begun their work of task

definition, organization and enquiry. An interview program, started at the senior levels of a number of departments concerned with real property, including the Departments of Highways, Lands and Forests, Mines, Public Works and the Ontario Housing Corporation, continues in other departments and at other levels. Well qualified public servants will be joining the project teams shortly.

A single advisory committee of senior people with expert knowledge from the private and public sectors will serve both project directors, contributing to a further coordination between the two projects. The selection of this committee has been substantially completed (see Appendix 4 for a list of project team and advisory committee members).

The study is expected to take about six months, allowing time for some implementation of approved recommendations to begin before the C.O.G.P. finishes its work.

SUMMARY OF RECOMMENDATIONS

Interim Report Number One

The C.O.G.P. recommended that:

1. THE AUDIT FUNCTION

- 1.1 The Audit Act be amended to remove from it the requirement for the Provincial Auditor to examine requisitions for expenditure of funds within approved appropriations before a cheque may be issued.
- 1.2 The present pre-audit function be transferred to the Comptroller of Accounts as an interim step.
- 1.3 The Treasurer of Ontario be empowered, on the advice of the Comptroller of Accounts, to transfer the pre-auditing function to departments as they demonstrate their capabilities to maintain adequate legal and accounting controls of expenditure.
- 1.4 The Provincial Auditor assume the role of financial auditor of accounting systems and transactions.
- 1.5 The Comptroller of Accounts establish criteria for the adequacy of accounting system performance, measure the effectiveness of each department's system against the established criteria and develop a plan to upgrade those systems found wanting.

2. DEVELOPMENT OF TOP ADMINISTRATORS

- 2.1 That the government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain 'corporate', inter-departmental experience. Since the example of style in management comes from the top, this program should initially be limited to a group of approximately 100 people: deputy ministers, assistant deputy ministers, heads of ministerial agencies and equivalent ranks.

3. MANAGEMENT OF SUPPLY AND SERVICES

- 3.1 The Treasury Board be responsible for the approval and publication of the Government's purchasing and supply policies and procedures.

- 3.2 The Central Supply Division, Department of Public Works, be responsible for developing policies and procedures for the approval of Treasury Board.
- 3.3 The role of the Central Purchasing Committee be modified to that of an advisory committee.
- 3.4 Central Duplicating should be the only large government duplicating facility serving all departments that are within easy access of the Queen's Park complex. Treasury Board will be responsible for deciding whether users can justify their own facilities based on remoteness.
- 3.5 Departments should be responsible for the operation of copy centres for small volume and urgent work.

4. PARLIAMENTARY ASSISTANTS

- 4.1 Parliamentary Assistants be appointed to provide specialized assistance for ministers in charge of major departments.

5. CABINET COMMITTEES AND SUPPORT STAFF

- 5.1 The government consider the increased use of Cabinet committees and the provision of the necessary support staff.

6. TASK FORCES

- 6.1. The government consider making increased use of task forces, as defined by the C.O.G.P., to tackle problems crossing functional lines or involving more than one department or agency.

Interim Report Number Two

The C.O.G.P. recommends that:

5. CABINET COMMITTEES AND SUPPORT STAFF

- 5.2 The Cabinet establish two senior Cabinet committees, the Policy and Priorities Committee and the Management Committee.
- 5.3 The chairmen of these committees be ministers without operating responsibility.

- 5.4 The Cabinet establish a Legislation Committee.
- 5.5 The Cabinet establish Coordinating Committees.
- 5.6 The Cabinet committees be supported by additional secretarial resources.
- 5.7 The Cabinet accept more formalized procedures.

7. INTEGRATION OF PAYROLL AND PERSONNEL INFORMATION

- 7.1 A system of centrally collecting basic data on employees which is integrated with the central payroll system be approved and that a program of integration be implemented.

APPENDICES



ONTARIO
EXECUTIVE COUNCIL OFFICE

APPENDIX 1.

OC-4689/69

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 23rd day of December, A.D. 1969.

Upon the recommendation of the Honourable the Treasurer of Ontario and Minister of Economics, the Committee of Council advise that a special Committee, consisting of the following persons:

J.B. Cronyn	Chairman
G.H.U. Bayly	Member
C.E. Brannan	Member
A.R. Dick, Q.C.	Member
C.C. Hay	Member
G.R. Heffernan	Member
H.I. Macdonald	Member
A. Powis	Member
J.K. Reynolds	Member
R.D. Wolfe	Member

be appointed to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and the effectiveness of the Government of Ontario.

The Committee further advise that this inquiry to be known as the Productivity Improvement Project, not extend to the institution of the Legislative Assembly of Ontario.

And the Committee further advise that the Committee be authorized to adopt such procedures and methods as it from time to time deems expedient for the proper conduct of the inquiry and to engage the services of such counsel, staff, and technical advisers as it may require at rates of remuneration and reimbursement to be approved by Treasury Board.

Certified

Clerk Executive Council.

DEPARTMENTAL LIAISON OFFICERS

Department	Liaison Officer
Agriculture and Food	J.E. O'Meara
Civil Service	M.L. Jeffery
Correctional Services	M. Slusarenko
Education	Dr. E.J. Quick
Energy and Resources Management	Gary W. Browne
Financial and Commercial Affairs	A.V. Godden
Health	Walter J. Lane
Highways	Gordon H. Booth
Justice	E.K. Pukacz
Labour	Geo. M. Markovich
Lands and Forests	D.J. Vance
Mines	J.A. Queen
Municipal Affairs	V. Bozzer
Ontario Development Corporation	J.R. Gibb
Ontario Hospital Services Commission	T.C. Grice
Ontario Housing Corporation	E.J. Whaley
Ontario Provincial Police	L.J. Bolt
Ontario Water Resources Commission	Max Weissengruber
Prime Minister	Hugh Hanson
Provincial Auditor	F.N. Scott
Provincial Secretary and Citizenship	Norman Vetere
Public Works	J.J.M. Kelly
Revenue	B.S. Crowley
Social and Family Services	Barry Dalby
Tourism and Information	Colin McDonald
Trade and Development	Mrs. Anne Cameron
Transport	J.P. Davey
Treasury and Economics	David MacKinnon
Treasury Board	E.F.H. Strauss
University Affairs	David Ferguson

STRUCTURE OF GOVERNMENT STUDY

Departments, Boards, Agencies and Commissions Project

Project Team

A.R. Aird
Project Director

P.S. Ross and Partners

M. Bieler

P.S. Ross and Partners

G. Church

Department of Municipal Affairs

D. Crawford

Treasury Board Secretariat

Dr. S. Dolbey

Department of Municipal Affairs

L. Feldman

P.S. Ross and Partners

D.V. Fowke

Hickling-Johnston

J. Grimes

Treasury Board Secretariat

R. Hakala

Treasury Board Secretariat

B. Jones

Hickling-Johnston

H.H. Merdith

P.S. Ross and Partners

P. Meuller

Department of Municipal Affairs

R. Smith

P.S. Ross and Partners

J. Graham

Central Staff, C.O.G.P.

A. Leslie

Central Staff, C.O.G.P.

D.Y. Lewis

Central Staff, C.O.G.P.

THE MANAGEMENT OF REAL PROPERTY RESOURCES STUDY

Project Teams*

Buildings and Structures Study

Gordon C. Gray <i>Project Director</i>	A.E. LePage Limited
P.E.H. Brady	P.E.H. Brady Consultants Limited
J. C. Davis	A.E. LePage Limited
Donald A. Dixon	A.E. LePage Limited
Alistair A. Lessels	A.E. LePage Limited
J. C. Marshall	A.E. LePage Limited
Herbert A. Noble	Canadian Real Estate Research Corporation Limited
T. B. Pickersgill	P.E.H. Brady Consultants Limited
David Reeves	A.E. LePage Limited

Land Use Study

Philip H. Beinhaker <i>Project Director</i>	Kates, Peat, Marwick
William K. Best	Kates, Peat, Marwick
Michel Chevalier	Kates, Peat, Marwick
John R. Hearn	Kates, Peat, Marwick
John M. Henderson	Kates, Peat, Marwick
Neil A. Irwin	Kates, Peat, Marwick
Peter F.E. Lyman	Kates, Peat, Marwick
Richard A. McNally	Kates, Peat, Marwick
T. Douglas	Kates, Peat, Marwick
Howard White	Kates, Peat, Marwick

* A number of members of the Ontario Public Service will be added to the project teams on a part-time basis. Stephen A. Otto and David Y. Lewis will serve as C.O.G.P.'s liaison with the two projects.

Advisory Committee

R. M. Thomson <i>Chairman</i>	The Toronto-Dominion Bank
Stewart M. Andrews	Community Development Consultants Ltd.
A. E. Diamond	Cadillac Development Corporation Ltd.
L. B. Ecroyd	Travel Industry Association of Canada
Dr. James Gillies	York University
T. R. Hilliard	Department of Public Works
H. A. Leal	Ontario Law Reform Commission
A. T. C. McNab	Department of Highways
J. C. Thatcher	Department of Energy and Resources Management
Donald R. Wilson	Niagara Parks Commission
Neil Wood	The Fairview Corporation Ltd.

